PROFESSIONAL MILITARY COMPTROLLER SCHOOL

IDEA PAPER

TITLE

Civilian Authorization Documentation
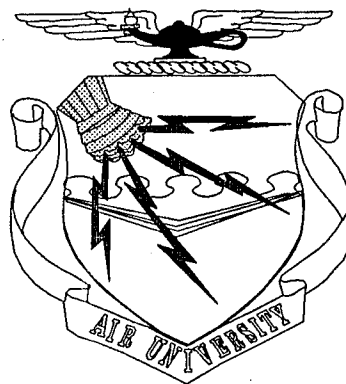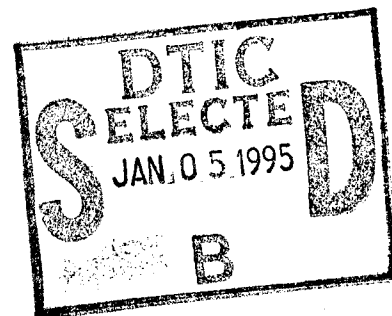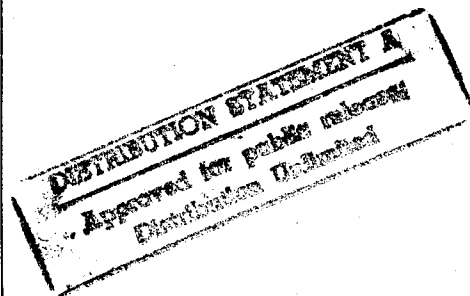
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EXECUTIVE SUMMARY

The manpower authorization documents in the U.S. Army Reserves do not necessarily agree with actual civilian personnel assignment. The program year manpower authorization documents are published eighteen months prior to effective date. The Department of the Army allows only one change to the initial program year manpower document twelve months prior to effective date. This does not provide Commander's any flexibility to react to changes in command priorities that may necessitate a manpower change. Any manpower changes that are necessary during the budget years can not be incorporated into the manpower document until the next program year documents are developed. As a result, some Major U.S. Army Reserve Commands in the U.S. Army Reserves do not initiate changes to their manpower documents to reflect their internal realignments of civilian authorizations. They exercise their authority, based on Manage Civilians to Budget (MCB), and hire civilians not authorized on their manpower document. In addition to the time constraints in updating authorization documents, the program budget guidance system must be updated before a change can be made to the manpower documents system. The execution of civilian pay and civilian employment levels are reported at the aggregate level. Therefore, civilian authorizations should be documented on MUSARCs' TDAs at the aggregate level as well.

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INTRODUCTION

The management, accountability and documentation of civilian manpower resources in the Reserve Component requires some modification. The severe manpower reductions levied on all Department of the Army (DA) activities has forced commands to look for efficiencies in how they perform their mission requirements. The way we do business must be challenged. If our efforts do not produce a valuable product we should eliminate or revise the process. Another, but sometimes never asked question that needs to be raised, "Does the process support the troops and commanders in the field"? There is a perception that subordinate commands are levied with unnecessary administrative requirements, such as submitting TDA change request to higher headquarters to move a civilian authorization to a new position. This formality does not necessarily support their immediate needs to get the job done. My proposal is that documenting civilian authorizations, at position level of detail, on Table of Distribution and Allowances (TDA) should be discontinued. There is a valid management need to document civilian requirements by position. However, authorizations at the organization's aggregate allocation level is more efficient. I will provide rational in this paper to support my proposal. This paper will address the, 1) administrative process to document civilian authorizations at position level, 2) impact of rigid timelines for the field to make changes to their document, 3) use of personnel strength reports at aggregate level versus manpower categories used for documentation.

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DISCUSSION

The Active Army has two types of organizations and two different manning authorization documents to reflect their structure. Modified Table of Organization and Equipment (MTOE) units are organizations that have a wartime mission i.e., Army divisions, brigades, etc. The Table of Distribution and Allowance (TDA) units are organizations that have peacetime missions i.e., installations and major or subordinate command. Each organization has it's own document which reflects all their military, civilian, and equipment requirements and authorizations. Each organization has it's own Unit Identification Code (UIC), which forms the basis of developing their MTOE or TDA document. The Reserve Component uses the same documentation process as the Active Army. However, for the documentation process the distinction of a Reserve versus an Active Component MTOE or TDA is in the classification of the UIC as Compo 1 for Active and Comp 3 for Reserve. Compo 2 is for National Guard Reserves.

The Reserve Component, in addition to their reservists spaces, has full time support manning. They are resources provided by the Full Time Support (FTS) Program. The program provides Reserve units full time personnel to increase the unit's readiness. This program encompasses Active Component (AC), Active Guard Reserve (AGR) soldiers, Military Technicians and Department of the Army Civilian (DAC). Those personnel serve on a full time basis for the purpose of organizing, administering, recruiting, instructing, or training USAR units. All USAR units are assigned to either an Army

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Reserve Command (ARCOM) or to a functional General Officer Command (GOCOM). An ARCOM, commanded by a Major General, is an organization with command of all USAR units located in a specific state. This span of control can cover as much as a two State area. The GOCOMs are organized along functional rather than regional lines. Those organizations report directly to the United States Army Reserve Command (USARC) and are designated MUSARCs. Currently, there are 46 MUSARCs in the Reserve Command. In fiscal year 96, that number will be reduced to 36 and possibly lower. This is due to the Department of the Army's downsizing of the Reserves. Each MUSARC has a FTS TDA, which is used to document all full time support resources required and authorized for each unit within that MUSARC. This is were the similarity of manpower documents differ between the Active and Reserve Components.

The FTS documents reflect all the resources for units under the command and control of a specified MUSARC. Unlike the Active Component documents which reflect manpower for only one unit or one installation. Resources are allocated to the MUSARC Headquarters and they in turn reallocate authorizations to major subordinate commands (MSC) based on HQ USARC and MUSARC established priorities. The commander of the MSC also has input in the management of their portion of allocation of authorizations based on their priorities. The allocation of manpower authorizations is not a "fenced" program. Therefore, recipients have the management prerogative to move authorizations from one position to another. There are certain management policies established by HQDA and USARC to control moving authorizations to a different

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position. The policy governing the move of a civilian authorization is that the authorization must keep it's identity of either a military technician or DAC, as allocated in program budget guidance. Additionally, moving a civilian authorization may require reprogramming, before TDA documentation, if the authorization is going to a position in a different Army Management Structure (AMS) account. If that is the case, the move can only be approved for TDA documentation during the development of the program year TDA which is once each year. If it does not require reprogramming it can be documented during the window for the update to the program year TDA document. HQ USARC submits reprogramming to HQDA prior to updating all TDAs with approved changes. The process and short window to affect changes to two automated systems to move a civilian authorization, is frustrating and not understood by commanders at MSC and MUSARC level.

The HQ USARC is the approving authority of all moves of authorizations between positions prior to TDA documentation. The MUSARC depends on a hard copy published TDA to base their manpower changes. Typically TDAs are published in May and November each year upon receipt of HQDA approval of the documents developed by HQ USARC. The effective date of the document is eighteen months prior to program year. In order to meet HQDA established suspense dates for submission of updated TDAs, HQ USARC has a cut off for accepting TDA changes of June and December each year. That allows MUSARCs and MSCs less than one month to review their TDA developed by HQ USARC and submit proposed changes. One month is insufficient time for most

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commands to review and staff proposed changes, because Reserve units only drill once a month. This tight time constraint only adds to the already frustrated unit commander. This frustration has lead MUSARCs to disregard the importance to accurately reflect their realignment of civilian authorizations. Instead they exercise their authority under Manage Civilian to Budget (MCB) and over hire civilians. Since, all MUSARCs have a civilian employment level (CEL) that they can not exceed, an authorized position is left vacant to off set the over hired civilian.

The Army has expanded their accountability of civilian spaces from AMS accounts to include Management Decision Package (MDEP), Standard Work Center (SWC) and civilian type code. That is the civilian grade classification of a GS, GM, WS, WG level of detail. Throughout the Army a significant amount of workyears are spent in program accounting and documenting civilian manpower to reflect the accuracy of those various codes. Two system are maintained to capture the accuracy of this data. The Structure and Manpower Allocation System (SAMAS) and The Army Authorization Document system (TAADS). Both must be in agreement in number of authorizations, AMS, MDEP, and civilian category codes in order to obtain HQDA approval of updated TDAs. However, personnel management reports measuring utilization of those resources reflect an aggregate level of the civilian workforce with no mention of the various codes used to program and document authorizations. In 1992, HQDA announced the discontinued requirement of documenting civilian authorizations on TDAs as a result of their findings

in a management study conducted by their headquarters. Unfortunately, implementing instructions were not issued and the initiative was apparently shelved.

To gain efficiencies in overall resource management the Army must strive to measure program performance with measurable output. In manpower management a "full court press" of justifying our manpower requirements was the name of the game since the early 1980s. Along those lines our low percentage rate of authorizations versus requirement was the Army's justification to Congress to retain our allocation level of authorizations. The statistics for the total civilians (military technicians and DAC) in the U.S. Army Reserves for fiscal year 96 is 58% of authorized versus required. Total authorized is 6981 versus 11937 required. The manpower requirements continue to grow while the authorizations are sharply declining due to manpower cuts. Regardless, the utilization of FTS resources must be evaluated. The primary assessment is MUSARC's ability to retain an on board strength that equals their authorizations at the end of the fiscal year. With declining resources this should be no problem.

CONCLUSIONS

The Army Authorization Documentation System (TAADS) has connectivity with the military personnel management system but not the civilian personnel system. Therefore, the TDAs serve a valid function for documentation of military requirements and authorizations. Since the system does not connect with the civilian personnel system it does not support requisitioning nor strength reporting functions. The documentation of civilian requirements, based on a workload validation process, provides Commanders in

the field a basis for allocating manpower resources. MUSARC Commanders do not understand the relationship of managing civilian authorizations at AMS, MDEP, civilian category for TDA documentation. They view the small window for making changes to TDA documents as a beauractic control by higher headquarters. This has resulted in their managing of civilian resources off a different set of books from their TDAs. The Army has empowered commanders with management of their resources for mission accomplishment. However, there is a perception that it's a very rigid system when it comes to civilian resource management.

Utilization reports for civilian manpower is usually reflected at the MUSARC command or FTS program aggregate level. The manpower data elements used for accounting, programming, and documentation is not used when reporting actual strength figures.

RECOMMENDATION

The Deputy Chief of Staff for Operations and Plans, Department of the Army, should revise the documentation requirements of civilian authorizations in FTS TDAs. Revise the TDA documentation from position level of detail to an aggregate total for each MUSARC. Document the total allocation of military technician and DACs. Documentation can be on a separate paragraph at the end of each TDA document for each type of civilian, military technician or DAC.

The MUSARCs can hire their civilian personnel using their MCB authority within their funding and CEL constraints. Both targets are based on the total allocation of civilian authorizations.

The Office of Chief of Army Reserve should define the data needed for oversight of the FTS program and require it's periodic collection and monitoring. However, before levying a report requirement on the field, assess data available from the Army Civilian Personnel System (ACPERS).

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